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FOR ACTION

COUNTRY PROGRAMME RECOMMENDATION**

Cuba

Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1996 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding for the country programme of Cuba which has an annual planning level of $1,000,000 or less. The Executive Director recommends that the Executive Board approve the amount of $5,000,000 from general resources, subject to the availability of funds, and $10,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1997 to 2001.

* E/ICEF/1996/18.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1995. They will be contained in the "Summary of 1996 recommendations for general resources and supplementary funding programmes" (E/ICEF/1996/P/L.43/Add.2).

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BASIC DATA
(1994 unless otherwise stated)

Child population (millions, 0-15 years)	2.65
U5MR (per 1,000 live births)	10
IMR (per 1,000 live births)	9
Underweight (% moderate and severe)	..
Maternal mortality rate (per 100,000 live births)	..
Literacy (% male/female) (1995)	96/95
Primary school enrolment (% net, male/female) (1993)	99/100
Primary school children reaching grade 5 (%) (1993)	95
Access to safe water (%)	93
Access to health services (%) (1993)	98
GNP per capita	$1,173
One-year-olds fully immunized against:	
tuberculosis:	99 per cent
diphtheria/pertussis/tetanus:	100 per cent
measles:	100 per cent
poliomyelitis:	93 per cent
Pregnant women immunized against:	
tetanus:	61 per cent

THE SITUATION OF CHILDREN AND WOMEN

1. The situation of children in Cuba has been adversely affected by a number of factors including the embargo, as well as internal and other external factors. Between 1989 and 1993, the gross national product of Cuba declined by 35 per cent. The long process of rebuilding the economy began in 1993 with concrete reforms to make it more competitive under new circumstances. At the same time, the political will exists to maintain a culture of equity and highest priority.

2. In spite of the difficult circumstances, the country still enjoys the lowest infant mortality rate (IMR) in the Latin American and Caribbean region at 9 per 1,000 live births. Cuba has achieved the mid-decade goals for immunization, and the control of diarrhoeal diseases and acute respiratory infections. Authorities are determined to continue improvements in health and are shifting the focus from complex hospital care to a new emphasis on primary health care (PHC). Micronutrient deficiencies persist; some 60 per cent of pregnant women and 50 per cent of children under the age of six years suffer iron deficiency anaemia, and there is evidence of vitamin A and iodine deficiencies. The incidence of low birth weight, at 8 per cent, is below the regional average of 11 per cent. It had declined during the 1980s, but has been increasing slightly in recent years. Meeting the goals for access to water supply is among the objectives of the recommended programme of cooperation.

3. Cuba has achieved the World Summit for Children goals for education. At 99 per cent, primary school enrolment is comparable to that of industrialized countries, and at 3 per cent, the rate of primary school repeaters is the lowest in the region. Although Cuba has a solid corps of educators, the achievements

in quality are also at risk. In preschool education, Cuba is now establishing non-school institutions, seeking to expand coverage through participatory, non-traditional modalities.

4. In the context of the changes affecting Cuba, reaching, or in most cases, sustaining, the goals for the year 2000 will require further strengthening of institutional capabilities to analyse, manage, monitor, evaluate and cost programmes and to develop alternative ways to maintain social achievements. These managerial issues are becoming increasingly important for UNICEF cooperation.

PROGRAMME COOPERATION, 1992-1996

5. UNICEF support during the period 1992-1996 was developed to support the national programme of action (NPA) for children. The main objectives were to: (a) expand access to safe drinking water and basic sanitation in rural communities; (b) develop a non-formal preschool education programme; (c) implement a national education programme for families based on Facts for Life; and (d) improve the levels of quality already achieved in the area of maternal and child health (MCH).

6. In rural water supply, UNICEF support exceeded the target to provide drinking water to some 336,000 persons, reaching some 400,000 persons, representing an increase in coverage from 56 to 68 per cent of the rural population. The target in sanitation was to increase coverage from 68 to 77 per cent; UNICEF support helped to raise coverage to 81 per cent by 1995.

7. The non-formal preschool education programme "Educate your child" ("Educa a tu Hijo") has been very successful. The target was to reach some 287,000 children; its surprising popularity led to coverage of over 575,000 children.

8. The "Facts for Life" public education programme represents a joint effort of the national television and radio networks, the print media, the Federation of Cuban Women (Federación de Mujeres Cubanas) and the Ministries of Public Health and Education. There have been daily television and radio broadcasts of "Facts for Life" and other important subjects.

9. Achievements in MCH are reflected in the present IMR of 9 per 1,000 live births in 1995, against a national objective of 10 for 1996. Efforts to reduce the maternal mortality rate have not succeeded. While the objective of maintaining frequent prenatal consultations and early detection of high-risk pregnancies was met, the quality of hospital obstetric services deteriorated in the first half of the decade due to resource constraints.

Lessons learned

10. The mid-term review held in November 1994 confirmed the relevance of the programmatic areas: health; education; water supply and sanitation; and planning and social policy. However, the evolving situation will call for new approaches. In health, for example, policy is moving away from an emphasis on hospital services to one of PHC, with the cadre of 28,000 family doctors serving in new roles as health managers, educators and care providers. In education, concern about the quality of primary education is leading to a system for monitoring school performances. Micronutrient deficiencies have drawn increased attention, as have the hygiene education components of water supply and sanitation programmes. In the area of planning and social policy, there is a growing demand for accurate and timely information on the situation of children

on which to base programme decisions, particularly at the provincial level, and the establishment of 15 provincial plans of action (PPAs) has provided for more responsive decentralized planning.

11. To date, gender issues in programming have not been addressed in a sufficiently systematic way. It has been realized, for example, that an important opportunity to mobilize communities - and particularly women - around water supply has been missed. Similarly, the community education programme should be used to address gender issues on a systematic basis.

RECOMMENDED PROGRAMME COOPERATION, 1997-2001

Estimated annual expenditure

(In thousands of United States dollars)

	1997	1998	1999	2000	2001	Total
General resources						
Health	240	245	250	255	260	1 250
Water and sanitation	240	230	220	210	200	1 100
Education	190	195	200	205	210	1 000
Social policy and management	80	80	80	80	80	400
Programme support	250	250	250	250	250	1 250
Subtotal	1 000	1 000	1 000	1 000	1 000	5 000
Supplementary funds						
Health	592	616	639	662	688	3 197
Water and sanitation	800	750	700	650	600	3 500
Education	459	483	508	533	557	2 540
Social policy and management	120	120	120	120	120	600
Programme support	29	31	33	35	35	163
Subtotal	2 000	2 000	2 000	2 000	2 000	10 000
Total	3 000	3 000	3 000	3 000	3 000	15 000

12. Cuba's goal for children and women for the year 2000 and beyond is to sustain universal access to quality social services. The goal, as set forth in the NPA, also includes an essential focus on equity. The objective of UNICEF support will, therefore, focus on: (a) sustaining universal access to quality PHC and basic education; and (b) approaching universal access to adequate water and sanitation facilities.

13. While the objectives of the cooperation are ambitious, the health and education infrastructure in Cuba are among the most advanced in the region, with a strong human resource base. UNICEF will provide strategic inputs to help sustain the current basic service delivery system at acceptable levels of quality and help the Government evolve alternative ways to improve the use of the limited existing resources.

14. UNICEF support is provided in the context of the NPA prepared in 1991, and in each of the 15 PPAs prepared in 1995. UNICEF financial, technical and supply support represent a strategic input to complement the resources dedicated to the programme by national and provincial governments and community organizations in Cuba.

15. The present country programme recommendation is the result of a joint effort by the Ministries of Foreign Investment and Economic Collaboration, Public Health and Education, the National Institute of Hydraulic Resources and UNICEF. It has been prepared in consultation with agencies of the United Nations represented in Cuba under the auspices of the resident coordinator. Additionally, formal and non-formal consultations took place with the missions of Canada, Germany, Italy, the Netherlands and Spain.

Health

16. The objective of the health programme is to preserve Cuba's achievements with respect to the health- and nutrition-related goals of the NPA, including those for immunization, the use of oral rehydration therapy and micronutrient deficiencies. Maternal mortality and low birth weight will receive special attention.

17. A project for family health will focus on the "family doctors" of Cuba, numbering some 28,000 and each serving some 700 persons. Under an ongoing reform of the health care system, supported by the Pan American Health Organization/World Health Organization (PAHO/WHO) and other agencies, the family doctors will be used more effectively as health educators and community health agents. In addition to providing regular immunization, growth monitoring and treatment activities, their consulting rooms will become centres for health education, maternal health care, breast-feeding promotion, reproductive health and health counselling for adolescents. General resources will help to ensure that basic immunization supplies are available to the family doctors. Supplementary funding will be used to help train the family doctors in their new responsibilities - all 28,000 - in health management, maternal care (especially for high-risk pregnancies), health and nutritional status and other epidemiological indicators, and educational and counselling methodologies. The United Nations Population Fund (UNFPA) will provide technical and supply support to the reproductive health component of the project. The project will also help keep family doctors and nurses updated on developments in health care through regular newsletters.

18. Supplementary funding will permit the provision of raw materials for the production of iron and folic acid supplements for virtual universal coverage of 160,000 pregnant women each year. This strategy should help to reduce maternal micronutrient deficiencies and the incidence of low birth weight. UNICEF will provide technical assistance in the development of food fortification strategies for iron and vitamin A as a long-term alternative. The programme will also provide supplies to ensure that all salt produced in Cuba for human consumption, including salt for export, is iodized.

Water and sanitation

19. The water and sanitation programme represents a continuation of actions begun in the past programme of cooperation, but with a new emphasis on taking advantage of the mobilizing potential of communities, particularly women's involvement in the design and management of water systems. General resources will be used to bring safe water to some 120,000 inhabitants of 150 rural communities and supplementary funding, if available, will permit easy access to

drinking water for an additional 360,000 persons. This represents an increase in coverage in rural areas from 89 per cent to the NPA goal of virtual universal access. The sanitation component of the programme will reach 50,000 beneficiaries in approximately 300 communities of the five eastern provinces of Las Tunas, Guantanamo, Santiago de Cuba, Granma and Holguin through supplementary funding.

20. While the technological aspects of the programme remain unchanged (i.e., the use of such low-cost technologies as wells, windmills and gravity systems for water supply, and the construction of latrines for basic sanitation), new efforts will be made to ensure the systematic participation of local chapters of the Federation of Cuban Women in the design, operation and maintenance of the water systems. Thus, the service delivery strategy is complemented by an empowerment strategy. The participation of women's groups in the programme as full partners with the national water service and municipal governments empowers them with a base for mobilization on wider gender issues.

21. UNICEF support in materials, technical assistance and support to women's groups is complemented by support from CARE-Canada in the training of water technicians in the participatory methods needed to ensure full community participation. PAHO/WHO will provide support in the chlorination of water systems as part of its broader initiative for "healthy municipalities" (Municipios Saludables).

Education

22. The basic education programme has the following objectives: (a) preserving the quality of the existing primary education system; (b) reinforcing and expanding the system of non-institutional initial education; and (c) broadening an ongoing programme of community education based on Facts for Life to include themes on the rights of the child, the environment, women's rights and gender issues in the home and community, and problems facing adolescents.

23. Cuba is striving to maintain the quality of its universal primary education system. This effort includes the in-service training of primary school teachers in general teaching skills and in specific curriculum themes. General resources will permit the development of primary teacher training materials in gender awareness in the classroom and community, cooperation, equality and the rights of the child. Supplementary funding will permit the production and dissemination of such materials on a broad scale, and include technical support in the development of a system for measuring and monitoring the learning performance of elementary school children. The project will draw on the experience developed in this field by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Latin America.

24. Non-formal pre-primary education known as "Educate your child" (Educa a tu Hijo) covers 45 per cent of Cuban children under the age of six years through highly cost-effective, community-managed centres (an additional 37 per cent attend formal pre-primary centres). The programme will provide support in training materials for non-formal educators and monitors. Supplementary funding will help to expand coverage to reach an additional 130,000 children, meaning that virtual universal access for Cuban preschoolers.

25. The present public education project based on Facts for Life themes will continue to make heavy use of broadcast and print media channels to reach families and community leaders. New educational themes will include subjects such as children's rights, women's rights and gender awareness, care for the

environment, and in particular, issues of increasing concern to adolescents, including social values, healthy lifestyles and coping with uncertainty.

Social policy and management

26. A programme for social policy and management will provide overall support to the management of the NPA and PPAs. This includes technical assistance and financial support in strengthening the monitoring systems that generate up-to-date knowledge about the situation of children and women to support programme decisions at national and provincial levels, and technical support in undertaking studies and evaluations to help guide policy and the execution of the NPA and PPAs, e.g., cost analysis of ongoing and alternative social programmes, studies on themes related to the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women, and gender equity. Particularly at the provincial level, the programme will facilitate coordination among the health, water and sanitation and education sectors.

27. In addition to UNICEF technical and financial support, the programme on social policy and management will draw on the support of the United Nations Development Programme, through its project on policy analysis and management training; of the World Food Programme, through analysis of the food and nutrition situation; of UNESCO, through the education and cultural components of the PPAs and NPA; and of UNFPA, through analysis of population and demographic dimensions of PPA execution.

Fund-raising strategy

28. Supplementary funding support for the programme in Cuba has increased dramatically in recent years, notably from the National Committees of Canada, Germany, Italy, the Netherlands, Spain and the United Kingdom. The general resources base of the programme will permit very limited action in the areas of health, water and sanitation and education; achievement of programme objectives, including meaningful advances in coverage of essential services, will depend on the continued availability of resources from these and other external donors.

Monitoring and evaluation

29. The programme for social policy and management will provide a continuous stream of data on the situation of children and women, and progress in programme and project implementation at provincial and national levels. Formal reviews of programme progress will be held by provincial technical committees, comprised of representatives of the responsible line ministries under the coordination of the respective provincial authority, on a twice-yearly basis. The provincial reviews will provide input for national reviews, also on a twice-yearly basis, organized by the Ministry of Foreign Investment and Economic Collaboration.

Programme management

30. The programme will be executed by the Ministry of Public Health, the Ministry of Education and the National Institute of Hydraulic Resources, under the coordination of the Ministry of Foreign Investment and Economic Collaboration. At the field level, operational responsibility is delegated to the respective provincial authorities. UNICEF maintains a liaison office in Havana, under the Area Office for Mexico and Cuba located in Mexico City. The Havana office is staffed by one international Professional, two national Professionals (beginning 1997) and national support staff financed in part by the Government of Cuba.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : CUBA
PROGRAMME : 1997-2001

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET (In thousands of US dollars)				POSTS a/										STAFF COSTS b/ (In thousands of US dollars)		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
HEALTH	1,250			1,250	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
WATER AND SANITATION	1,100			1,100	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
EDUCATION	1,000			1,000	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
SOCIAL POLICY AND MANAGEMENT	400			400	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
PROGRAMME SUPPORT	1,250			1,250	0	0	0	1	0	0	1	1	3	5	704.1	221.6	925.7
TOTAL GR	5,000			5,000	0	0	0	1	0	0	1	1	3	5	704.1	221.6	925.7
SUPPLEMENTARY FUNDING :																	
HEALTH		0	3,197	3,197	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
WATER AND SANITATION		0	3,500	3,500	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
EDUCATION		0	2,540	2,540	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
SOCIAL POLICY AND MANAGEMENT		0	600	600	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
PROGRAMME SUPPORT		0	163	163	0	0	0	0	0	0	0	1	2	3	0.0	161.0	161.0
TOTAL SF		0	10,000	10,000	0	0	0	0	0	0	0	1	2	3	0.0	161.0	161.0
TOTAL GR & SF	5,000	0	10,000	15,000	0	0	0	1	0	0	1	2	5	8	704.1	382.6	1,086.7
ADM. & PROGRAMME SUPPORT BUDGET	Operating costs			0.0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
	Staffing																
GRAND TOTAL (GR+SF+ADM)					0	0	0	1	0	0	1	2	5	8	704.1	382.6	1,086.7
Number of posts and staff costs:																	
Current programme cycle											1	0	5	6			
At the end of proposed programme cycle (indicative only)											1	2	5	8	704.1	382.6	1,086.7

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
ADM = administrative.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Exclude temporary assistance and overtime; include costs of United Nations volunteers.